97-84191-13

U.S. Federal Security Agency

Services of the Federal Security Agency

[Washington]

[1944]

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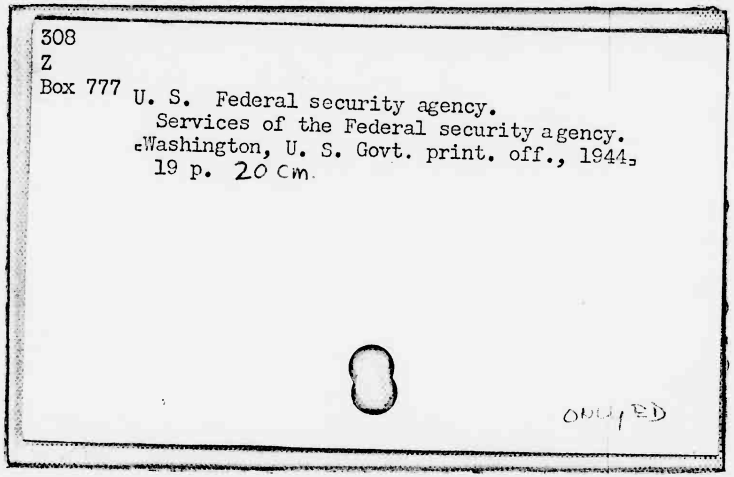

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FILM SIZE: 35mm REDUCTION RATIO: 9:1 IMAGE PLACEMENT: IA (IIA) IB IIB

DATE FILMED: 9-16-97 INITIALS: AP

TRACKING # : 27117

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SERVICES OF THE FEDERAL SECURITY AGENCY

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FEDERAL SECURITY AGENCY
Washington, D. C.

PAUL V. McNUTT, *Administrator*
WATSON B. MILLER, *Assistant Administrator*

PUBLIC HEALTH SERVICE

THOMAS PARRAN ..... *Surgeon General*

OFFICE OF EDUCATION

JOHN W. STUDEBAKER ..... *Commissioner*

FOOD AND DRUG ADMINISTRATION

PAUL B. DUNBAR ..... *Commissioner*

SOCIAL SECURITY BOARD

ARTHUR J. ALTMEYER ..... *Chairman*
ELLEN S. WOODWARD; GEORGE E. BIGGE ..... *Members*

OFFICE OF VOCATIONAL REHABILITATION

MICHAEL J. SHORTLEY ..... *Director*

SAINT ELIZABETHS HOSPITAL

WINFRED OVERHOLSER ..... *Superintendent*

HOWARD UNIVERSITY

MORDECAI W. JOHNSON ..... *President*

COLUMBIA INSTITUTION FOR THE DEAF

PERCIVAL HALL ..... *President*

AMERICAN PRINTING HOUSE FOR THE BLIND

A. C. ELLIS ..... *Superintendent*

OFFICE OF COMMUNITY WAR SERVICES

MARK A. McCLOSKEY ..... *Director*

COMMITTEE ON PHYSICAL FITNESS

JOHN B. KELLY ..... *Chairman*

September 1944

WE THE PEOPLE of the United States, in Order to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common defense, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity, do ordain and establish this CONSTITUTION for the United States of America.

Preamble to the Constitution,
September 17, 1787.

SERVICES OF THE FEDERAL SECURITY AGENCY

PROMOTING THE GENERAL WELFARE has always been one of the primary purposes of the United States Government. The Federal Security Agency was established in 1939 in the interest of progressively more effective services relating to the general welfare of individuals and their families. As set forth in its authorization, its purpose is to promote "social and economic security, educational opportunity, and the health of the citizens of the Nation."

To carry out this broad purpose, the Agency provides a framework for the efficient operation of related programs in these fields. Its member organizations are—

Public Health Service
Office of Education
Food and Drug Administration
Social Security Board
Office of Vocational Rehabilitation
Saint Elizabeths Hospital
Howard University
Columbia Institution for the Deaf
American Printing House for the Blind

These units administer Federal laws and cooperate with the States to provide services within their own sectors of the Agency's general area of concern.

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But health, education, and social security do not operate in watertight compartments: each is related to the others in public service—as it is in the lives of individual men, women, and children.

This inter-relationship is the basis on which the Federal Security Agency was founded and upon which its administration rests: the Federal Security Administrator is responsible for over-all direction of policy and program throughout the organization.

The importance of broad-scale planning among these allied services has been highlighted by the pressure of war on communities throughout the country. To provide a channel for Federal cooperation in aiding these hard-pressed localities, the Office of Community War Services acts as the Agency's war arm. As described on page 16, it serves as a liaison between war-affected communities and the Federal agencies that can help them meet their emergency health, education, and welfare problems, and it helps to fill in certain gaps where no existing agency was equipped to give them assistance.

The objectives for which this war is being fought throughout the world underscore the importance of the long-term goals toward which the Federal Security Agency works at home—in peacetime as well as for the war. What we have learned during these war years should add to our store of experience in utilizing our full government partnership—Federal, State, and local—*to promote the general welfare* now and in the future.

PUBLIC HEALTH SERVICE

The United States Public Health Service dates almost from the beginning of our national history. Its origin was a law enacted by the Federal Congress in 1798 establishing the Marine Hospital Service for sick and disabled American seamen. Since

the end of the nineteenth century, Congress has greatly expanded its scope to include duties relating directly to the health of the Nation. This evolution was reflected in an Act of 1912 authorizing the name—United States Public Health Service—and in the Public Health Service Act of 1944.

The Public Health Service safeguards the health of the people by a variety of services:

It protects the Nation against the introduction of dangerous communicable diseases from abroad—through maritime quarantine, examination of immigrants, and inspection of passengers and crews on vessels and airplanes arriving from foreign ports.

It prevents the spread of communicable diseases from State to State through interstate quarantine and other necessary safeguards.

It studies the diseases of mankind to learn what causes them and how they may be prevented and cured. For this purpose, the Public Health Service maintains the widely known National Institute of Health and National Cancer Institute at Bethesda, Maryland, and several branch laboratories.

It insures safe and standard biologic products such as vaccines, serums, antitoxins, toxoids, and arsenicals. Manufacturers must obtain a license from the Public Health Service to sell such products and licensing is based on careful examination and analysis.

It studies mental diseases and drug addiction and investigates the legitimate needs for narcotic drugs.

It helps to extend and improve State and local health services through leadership, technical assistance, and the administration of Federal grants-in-aid to the States.

It collects and publishes reports of disease prevalence and public health law.

It disseminates public health information.

It operates the 26 marine hospitals for the care of merchant seamen, personnel of the Coast Guard, and other legal beneficiaries, as well as Freedmen's Hospital for Negroes in Washington, D. C., the National Leprosarium in Carrville, La., and 2 hospitals for narcotic and drug addicts.

It provides medical and psychiatric services in Federal prisons.

The Public Health Service does *not* treat or prescribe for individual illnesses or establish the public health regulations of the States.

Commissioned officers of the Public Health Service—physicians, engineers, and dentists—constitute a mobile corps available for service anywhere in the United States or foreign countries.

During the war years, many Public Health Service officers have been asigned to emergency duty both in this country and abroad, and the regular activities of the Service have been stepped up and adapted to meet war needs. Typical examples of Public Health Service war duties are:

Cooperating with State and Federal agencies in determining the health needs of war congested communities and in providing needed hospital and sanitation facilities; making available needed personnel and equipment for war communities unable to provide them without outside help;

Conducting research for the Army and Navy, including much that is of vital military significance and therefore confidential, and such other essential services as supervising the production of blood plasma, vaccines, and other biologic products needed for the protection of the armed forces;

Maintaining control programs to deal with diseases that constitute special wartime hazards—malaria, typhus, tuberculosis and venereal disease;

Gearing foreign quarantine procedures to meet the extraordinary problems brought about by world-wide war conditions and speed-up of transport.

Intensifying industrial hygiene activities to reduce and forestall illness among war workers;

Administering the United States Cadet Nurse Corps, under which students are enlisted to help meet the acute shortage in nurses for military and essential civilian duty. This uniformed corps, which provides professional training with pay, has an annual goal of 65,000 recruits.

OFFICE OF EDUCATION

Established by Congress in 1867 to further the cause of education throughout the country, the Office of Education provides a wide range of services for State education authorities and the schools, colleges, and libraries of the Nation. Its initial law directed it to collect facts and diffuse information to "aid the people in the establishment and maintenance of efficient school systems and otherwise promote the cause of education throughout the country." Other provisions charged it with responsibility for administering various Federal grants to States for education.

Over the years these general responsibilities have been implemented by many fact-finding, informational, research, advisory, and other services through which knowledge and experience in all phases of education and from all parts of the country are pooled and made available for the guidance of school authorities.

These include regular biennial surveys of the status of education in the United States; studies of current school problems; surveys of particular fields of education under special Congressional authorization; service studies for libraries; and informa-

tion on education in other countries, including the promotion of intercultural relations through schools and colleges, and other exchange activities Field services include surveys of State and local school systems and of educational institutions, cooperative studies with representatives of educational systems and organizations, and advice and information on educational matters to school officials and other Government agencies.

Grants-in-aid constitute a long-standing form of Federal cooperation in the interests of education. Under the Morrill Act of 1862 and supplementary legislation, funds are appropriated for the land-grant colleges, to be administered through the Office of Education. Sixty-nine colleges and universities in every State, Hawaii, Alaska, and Puerto Rico receive these grants. Federal funds also help the States to provide vocational education in agriculture, trade and industry, home economics, and commercial employment.

The impact of the war upon schools and colleges throughout the country has been reflected in the work of the Office. It has directed a variety of programs to help educational institutions meet emergency demands, and has provided leadership in foreseeing and dealing with unprecedented pressures upon the schools. Among these, outstanding problems are: the need for trained workers in war industry; the overcrowding of schools in war "boomtown" areas; the need for extending school services to supplement home care when mothers are employed, as many now are in war industries; the war-created shortage in teachers; improvement in physical education; and the changing educational task of the schools as young people look toward war service in the military forces or in industry.

The war programs for which the Office of Education has had administrative responsibility in behalf of the Federal Government include: vocational training for war production workers;

engineering, science, and management war training; training of farm workers; preparation of films to accelerate war training; promotion of local provisions for extended school services for the children of women war workers; cooperation with State education authorities and other Federal agencies in providing assistance, including financial aid, for war areas where the influx of war workers' families has overburdened existing school facilities.

To help the schools provide opportunities for young people to participate in organized war effort, the Office of Education has been concerned in the nation-wide adoption of the High School Victory Corps program. The objectives are to give high school students a part in community war activities and to offer them training looking toward war service in the armed forces or in industry after they are through school.

The Office of Education provides guidance and an exchange of information and experience through bulletins and publications—including *Education for Victory*, a fortnightly which for the duration of the war replaces *School Life*, the official journal—and through its radio and transcription exchange; information loan packets; exhibits of Latin-American teaching materials; and international materials for vocational industrial education. It also maintains one of the world's largest libraries devoted to education.

FOOD AND DRUG ADMINISTRATION

The Food and Drug Administration safeguards the public interest by enforcing Federal laws designed to ensure the purity and quality of foods, drugs, and cosmetics. Its intensive operations give consumers and ethical producers maximum protection with a minimum of disturbance to legitimate business in

these industries. Set up by Congress in 1927 to carry on regulatory activities that had been begun some 20 years earlier, it exercises authority under several laws of which the most far-reaching is the Food, Drug, and Cosmetic Act.

This law, as passed in 1938, represents an extension and strengthening of the pioneer food and drug legislation enacted in 1906. Its purpose is to protect consumers from products that may be objectionable for a variety of reasons—because they may be injurious to health; filthy or decomposed; short in weight or volume; debased with inferior ingredients; falsely labeled as to identity, quality, quantity, or therapeutic or nutritional efficiency; or misrepresented in their labeling in some other way. From the consumer's point of view, the most important violations are those that involve public health menaces; after these would rank adulterations which are revolting though not necessarily harmful; and economic cheats.

Through years of experience and continuing surveys and investigations by its field staff, the Food and Drug Administration has developed plans for regulation which give first attention to those violations most injurious to the consumer, and to products and manufacturers most commonly found out of conformity. It attempts to prevent violations by keeping the industries fully informed on legal and regulatory requirements and standards, and by giving them technical information and guidance.

Laboratories in Washington and in a number of other cities are equipped with modern scientific apparatus for rapid and accurate testing of foods, medicines, and cosmetics, to discover and prove violations. Trained staffs of specialists investigate sanitary conditions in factories, evaluate the raw materials used, and study methods of processing, preserving, packaging, transporting, and storing such products. Information has

been gathered on most of the more than 50,000 establishments preparing foods and drugs that engage in interstate commerce. Unique scientific discoveries have frequently come from this research. The resulting technical information is passed on to the industries concerned and to other Government agencies.

The Food and Drug Administration works with other Federal agencies and State officials to check adulteration and mishandling, and helps other Government departments in the analysis and investigation of food and drug products.

With the dislocations of war, the integrity of the Nation's food and drug supply assumes new importance and the factors that endanger it are intensified. Increased production is vitally important; manufacturers and processors are confronted with scarcity of certain ingredients, difficulty in obtaining new equipment, disruption of transportation, loss of many skilled employees, and emergency regulations. These fields are also being entered by new firms that must learn the rudiments of food and drug manufacture.

In addition to extensive services for the armed forces, regulatory work has been directed toward maintaining the integrity of civilian supplies of foods and drugs, and preventing the criminal wastefulness that results from careless handling and storage of both raw materials and finished products.

Emphasis has been given to discouraging the debasement of rationed foods and the staples used to supplement them; such violations may affect both purchasing power and health through reducing nutritional values. Increased regulatory attention has been given to such problems as unauthorized and perhaps dangerous substitutions for scarce drugs; and to the claims, directions, and warnings on medicinal preparations with which people may attempt self-medication because of the shortage of physicians.

SOCIAL SECURITY BOARD

The Social Security Board represents the concern of the Federal Government in measures to provide a foundation for individual and family security. Created by the Social Security Act of 1935, it is responsible for programs established under that law to offer protection when unemployment, old age, death, or blindness cuts off earning capacity.

Old age and survivors insurance is the only one of these programs directly administered by the Federal Government. This system provides monthly retirement and survivor benefits for industrial and commercial workers and their dependents. Retirement benefits go to aged workers when they stop work in covered employment and to their aged wives and young children; survivor benefits are paid to young children of insured workers and their widowed mothers, to aged widows, and in some circumstances to dependent parents. Since benefits are based on the worker's wages, the Board maintains individual accounts for all workers earning wage credits under this program. Through regional and field offices throughout the country, it provides services for employers and workers in establishing wage records; for claimants and beneficiaries in determining eligibility and the amount of benefits; and for workers and claimants who appeal determinations of their wage records or benefit rights.

Unemployment compensation is administered by the States under programs approved by the Board as conforming to the Social Security Act. The States pay unemployment benefits to eligible industrial and commercial workers covered by their unemployment compensation laws from funds they collect and deposit in their accounts in the United States Treasury. Under this Federal-State program, the Board certifies Federal grants to the States to meet the costs of administering their unemployment compensation laws. Since 1939, all 51 States and Territories have been paying weekly benefits to unemployed workers who meet their requirements for eligibilty.

Through its 3 public assistance programs, the Social Security Act provides matching Federal grants to States for aid to needy aged persons, the needy blind, and young children deprived of parental support. All 51 States and Territories are receiving Federal grants for old-age assistance; all but 2 for aid to dependent children; and all but 5 for aid to the blind. Each State determines whether it wishes to share in these programs; it also decides who is eligible for payments and the amount of assistance recipients receive. The Federal share of assistance payments represents about half the total paid by the States to those receiving aid under plans approved by the Board.

Under the Social Security Act, the Board is responsible for determining that the unemployment compensation laws and public assistant plans of participating States meet the requirements of Federal laws, and that the administration and operation of State programs conform to these approved State laws and plans.

In addition to these continuing programs, the Board, since 1942, has administered special allotments from the President's emergency funds to provide civilian war benefits and, through State public assistance agencies, civilian war assistance, and aid to enemy aliens and others affected by restrictive Government action.

The Social Security Act makes the Board responsible for studying and recommending ways and means of strengthening social security administration and legislation. It advises States on the effectiveness of their programs and adjustments which may be necessary to meet current and prospective needs for economic security. It also informs Congress of desirable changes in the Federal law to extend and strengthen the tested principles of social insurance and public assistance.

In its *Eighth Annual Report*, submitted to Congress in 1943, the Board outlined in broad terms the major gaps in the present social security system. These stem from the lack of social insurance protection against wage loss and expenses due to illness and disability, and the fact that many workers—in agriculture, government, domestic service, service for nonprofit organizations, and self-employment—have no protection against the risks of old age, sickness, death, and unemployment.

The Board has also pointed out some of the many problems which arise from differences in the character and adequacy of State unemployment compensation laws and from the variations among States in their resources for providing public assistance, particularly general assistance toward which the Federal Government makes no contribution.

Development of the social security program to meet these needs would represent ways in which it may become an increasingly effective means of affording a balance between periods of earning and periods of involuntary interruption in family income.

OFFICE OF VOCATIONAL REHABILITATION

The Office of Vocational Rehabilitation is concerned with the provision of services to help the handicapped become self-supporting wage earners. It was established in 1943 following the passage of the Barden–LaFollette Act. This law, amending earlier vocational rehabilitation legislation, expanded and strengthened the Federal-State vocational rehabilitation program originally set up more than 20 years before.

Like its predecessor, the present vocational rehabilitation program is administered by the States with Federal help. The Office of Vocational Rehabilitation establishes standards for

State operations, gives technical assistance to the States, and certifies Federal grants to the States.

This Federal money may be used to help provide services necessary to make disabled persons capable of engaging in remunerative employment or to help them get more advantageous employment. Under the 1943 law these services include surgical and medical care, hospitalization, therapeutic treatment, and artificial appliances, as well as vocational counseling and training, maintenance during training, and help in finding an appropriate job.

Mentally as well as physically disabled individuals are now eligible for rehabilitation. The blind may be rehabilitated on the same terms as other groups of the disabled. There is a specific provision for war-disabled civilians (defined as members of civilian defense corps, aircraft warning services, civil air patrol, and merchant seamen), and for civil employees of the United States Government injured in line of duty.

The Federal Government pays the entire cost of administration by the States and one-half the cost of the services offered through the program. The entire cost of these services is assumed by the Federal Government in the case of war-disabled civilians.

SAINT ELIZABETHS HOSPITAL

Saint Elizabeths Hospital, established by Congress in 1855 to care for the mentally ill, provides treatment for members of the armed forces, residents of the District of Columbia, Indians under the Bureau of Indian Affairs, and certain other civilian groups. It now serves more than 8,000 patients a year.

In addition to modern facilities for treatment of the mentally ill, the hospital has a complete medical and surgical department for the care of patients. Its nursing school provides full professional training, with special emphasis on psychiatric nursing.

Staff members carry on research and disseminate information on the nature, causation, and prevention of mental disorders.

The war has materially increased the case-load of the hospital. Recent increases in the number of patients cared for have been due in part to the effectiveness of treatment given to members of the armed services, many of whom have regained full mental health in relatively short periods of time.

COLUMBIA INSTITUTION FOR THE DEAF

The aim of the Columbia Institution for the Deaf is the physical and mental advancement of the deaf of the various States and the District of Columbia. Established by Congress in 1857, it provides for the education of deaf children and young people.

Kendall School, for younger children, approximates the work of the first 10 or 11 grades of the public schools.

Gallaudet College is the only institution in the world offering advanced education especially for deaf students. Graduates of various schools throughout the country are received after passing admission examinations. There are almost always students from 40 or more States of the Union and the District of Columbia, from Canada and sometimes from other foreign countries. Courses provide a general cultural background as well as special training in teaching, psychology, printing, drawing, chemistry, agriculture, bacteriology, domestic science, domestic art, and business practice.

There are also a Normal Department which trains hearing teachers of the deaf, and a Research Department which studies problems of the deaf and hard of hearing.

HOWARD UNIVERSITY

Howard University, established under a law passed by Congress in 1867, "for the education of youth in the liberal arts and sciences," today offers undergraduate, graduate, and professional training; it provides education of the highest academic standing available to Negro Americans in any institution organized primarily for their benefit.

The University has made its greatest progress since 1928, aided by increased appropriations from the Federal Government and substantial grants from leading educational foundations. During this period it has trebled its educational plant facilities, quadrupled its book collection and its movable scientific and educational equipment, increased its full-time teaching staff by 86 percent, and been fully accredited with respect to the academic standing of its various schools and colleges.

These offer training in law, medicine, dentistry, pharmacy, religion, engineering and architecture, music, and liberal arts. Howard University combines with Freedmen's Hospital, which adjoins its campus, to provide an outstanding medical center for the training of Negro physicians and nurses. The University's enrollment of more than 4,200 in 1944 represents all sections of the United States and 16 foreign countries, including the Caribbean area.

Contributions to the war effort include work in medicine, dentistry, pharmacy, engineering, nursing, chemistry, physics, mathematics, nutrition, physical education, and preprofessional and specialized army training courses, as well as activities carried on through its Reserve Officers Training Corps. This unit, rated by the Army as "excellent" for 10 successive years, has graduated 440 reserve officers. Howard-trained men have constituted an important group of officer-personnel. More than

1,000 Howard graduates and former students are now serving in the armed forces of the United States.

AMERICAN PRINTING HOUSE FOR THE BLIND

The American Printing House for the Blind, located at Louisville, Ky., assists public institutions in the education of the blind youth of America. The institution receives the revenue from a perpetual trust fund of $250,000 set aside by Congress in 1879, as well as an annual Federal appropriation of $115,000. These funds are used for labor, materials, and other expenses incident to the embossing of books, the recording of talking books, and the manufacture of apparatus for schools for the blind. These are distributed without cost to public institutions for the education of the blind.

OFFICE OF COMMUNITY WAR SERVICES

As the war arm of the Federal Security Agency, the Office of Community War Services helps States and communities provide health, medical care, welfare, recreation, education, and related services necessitated by the war effort.

Since the beginning of the national defense program, the need for maintaining essential health and welfare services in wartime has been recognized. Because of the close relationship between this emergency need and the continuing programs of the Federal Security Agency, the Federal Security Administrator was appointed by the President, in 1940, to direct the coordination of services in this sector of national mobilization. To carry out this function, the Office of Community War Services was established as an integral part of the Agency in 1943.

It serves as a center for health and welfare activities both within the Federal Security Agency and in other Federal and private national organizations. Throughout the country it

works with the States and their communities to stimulate the development of local health and welfare activities necessitated by the war. Through a small staff in each of 11 regions and in Puerto Rico, Hawaii, and Alaska, it provides a center for cooperative effort among the Federal agencies working in these fields.

Its Recreation Division promotes community programs for service men and women, war workers and their families, and young people. The Social Protection Division aids communities in controlling venereal disease through law enforcement for repression of prostitution and promiscuity. In these fields, in which national war programs were needed, the Federal Security Agency, through the Office of Community War Services, assumes direct responsibility, by helping hard-pressed communities in war areas to develop effective local services and to take advantage of all the facilities available through national and State, as well as local, agencies.

COMMITTEE ON PHYSICAL FITNESS

This Committee carries on a wartime program designed to promote among individuals of all ages an interest in the improvement of their health and physical condition as a contribution to the war effort. It was established as an integral part of the Federal Security Agency in 1943.

The Committee's aim is to encourage the establishment of effective State and community organizations, and the fullest assumption of responsibility for physical fitness in schools and colleges and in private national organizations interested in this field. It cooperates in these activities with the Office of Education, the Public Health Service, the Office of Community War Services, and other agencies concerned with related problems.

Laws Administered in the Federal Security Agency

Major statutes include:

Social Security Act—

- Grants to States for old-age assistance—Title I.
- Old-Age and Survivors Insurance—Title II.
- Grants to States for administration of unemployment compensation laws—Title III.
- Grants to States for aid to dependent children—Title IV.
- Grants to States for aid to needy blind—Title X.

Public Health Service Act of 1944—

- Commissioned Corps.
- National Advisory Health and Cancer councils.
- Research and Investigations.
- Federal-State Cooperation.
  - Collection of Vital Statistics.
  - Health Education and Information.
- Hospitals, Medical Examinations and Medical Care.
  - Hospitals.
  - Care and Treatment of Seamen, etc.
  - Care and Treatment of Federal Prisoners.
  - Examination and Treatment of Federal Employees.
  - Examination of Aliens.
  - Services to Coast Guard, Coast and Geodetic Survey, and Public Health Service.
  - Interdepartmental Work.
- Lepers.
- Narcotic Addicts.
- Biological Products.
- Quarantine and Inspection.
- National Cancer Institute.

- Randolph-Sheppard Act (vending stands for the blind).
- Vocational Rehabilitation Act.
- Acts providing aid to land grant colleges (Second Morrill Act, etc.)
- Acts providing grants for vocational education (Smith-Hughes and George-Deen Acts).
- Caustic Poison Act.
- Federal Food, Drug, and Cosmetic Act.
- Filled Milk and Import Milk Acts.
- Tea Importation Act.

Legislation relating to operations:

- American Printing House for the Blind.
- Columbia Institution for the Deaf.
- Food and Drug Administration.
- Freedmen's Hospital.
- Howard University.
- Office of Education.
- Public Health Service.
- Saint Elizabeths Hospital.
- Social Security Board.

Temporary legislation on:

- Community war services.
- Specialized programs for education and training for national defense.
- Student nurse training program (Bolton Act).
- Temporary aid to enemy aliens and other persons, within the United States, affected by restrictive governmental action.

U. S. GOVERNMENT PRINTING OFFICE: 1944

MSH 27717

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